AF/A5/7
CAPABILITY DEVELOPMENT GUIDEBOOK

Volume 2E

Strategic Requirements Document Guidebook

February 2024

Air Force Futures Requirements Oversight Team

AF/A5DR, Pentagon 5C858

PREFACE

This Guidebook is one in a series of AF/A5DR developed guides describing the Air Force process for validation of *operational capability requirements* in support of overarching Capability Development efforts. This guidebook describes the specific requirements actions that support the development of the Strategic Requirements Document (SRD).

There are no restrictions on release or distribution of this guidebook.

In accordance with HAFMD 1-57, AF/A5/7 prepares requirements development policies and issues guidebooks to ensure implementation of those policies. The AF/A5/7 Capability Development Guidebooks are how-to guides for use by all stakeholders participating in the USAF requirements process. They represent official guidance and recommended standard procedures to ensure compliance with and implementation of overarching Requirements and Acquisition policies. Although the Guidebooks are not statutory or regulatory in nature, they follow the procedural guidance and other requirements-related processes described in the Joint Capabilities Integration and Development System (JCIDS) Manual. Any guidance in this Guidebook not prescribed in the JCIDS Manual is not directive but following the described procedures is highly encouraged. Requirements sponsors should coordinate with AF/A5D through the AF/A5DR Requirements Oversight Enabling Team for case-by-case tailoring.

Additional guidance and information to supplement this Guidebook is located on the AF/A5DR Requirements Policy & Integration Portal Page:

- Go to https://www.my.af.mil

- Navigate to "BASE, ORG & FUNCTIONAL AREA", select, Organizations A-Z

- On the "Organizations A-Z ribbon, select, "HAF"

- Scroll down and select AF/A5/7 -Air Force Futures

- On the left ribbon, select "SUB-ORGANIZATIONS," then, "AF/A5DR – Requirements Policy & Integration"

If you have questions regarding the Volume 2-series Capability Development Guidebooks or if you have suggestions for improvements, please contact:

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CHANGE SUMMARY

Change Summary	Date
This is a new document in the USAF requirements family of documents and should be reviewed in its entirety.	December 2022
Admin changes	September 2023
Clarified Guidebook authorities. Changes are in RED. Admin Changes	February 2024

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SECTION 1. INTRODUCTION

1.1. OVERVIEW AND BACKGROUND

Driven by the National Defense Strategy, Joint operational concepts, Joint Staff Capability Portfolio Management Reviews (CPMRs), Air Force supporting concepts, threat-informed future force design concept-required capabilities (CRC), and known capability gaps, the Department of the Air Force makes strategic capability development decisions to pursue key capabilities that support the Service's ability to accomplish its core missions in support of the future Joint fight. Armed with an understanding of the force's current and future operational challenges, capability gaps, mission gaps, and opportunities, the Capability Development Enterprise drives analysis, research, and technology development activities to identify, assess, and prioritize potential capability solutions. It leverages the insights from these activities to refine concepts of employment that address these gaps, define key performance attributes, and make cost-informed planning and programming decisions to pursue solutions. It balances industrial feasibility, technical development timelines, and resource limitations holistically across the USAF to build a framework that links cohesive requirements, resourcing, and acquisition strategies together into a capability composed of new, modified, and/or existing Programs of Record. The Strategic Requirements Document (SRD) is one of several possible first steps in developing operational capability requirements.

The SRD is an AF-only product primarily used for "top down" directed initiatives and portfolio-wide capability development efforts. An SRD can also be proposed by HAF or MAJCOM sponsors as a "Bottom Up" initiative. AF/A5D must approve any HAF or MAJCOM SRD proposal prior to beginning work (see Figure 1). An SRD is a strategic level requirements document that validates the need for early capability development activities that are typically addressed in Capability Based Assessments and Initial Capability Development Documents as part of the Joint Capabilities Integration and Development System (JCIDS) process. It captures and distills complex strategic and cross-core functional Air Force operations, problems, opportunities, shortfalls, existing analysis, and insights into a problem statement or series of statements that describe one or several crucial issues the USAF faces in meeting future operational challenges. The SRD is a high-level document that captures existing work and analyses and shapes future work and analyses to address the problem statement(s). The SRD should describe the problem, quantify the severity of the problem, to include current and future strategic and operational risk, and propose Doctrine, Operational, Training, material, Leadership, Personnel, Facilities, and Policy (DOTmLPF-P) solutions or the need for material development ("Big M") of new solutions. The SRD must recognize and incorporate key assumptions, including past or existing complementary analysis and assessments, both future context (Blue, Red, other) and ecosystem (mission and capability interdependencies). The document is not intended to point toward a final solution, but to capture the strategic problem and identify possible solutions for assessment. The SRD broadly describes the required capabilities within a future context, and outlines the primary capability gaps the USAF must address to achieve success. Solution possibilities may lead to agile and innovative capability development using JCIDS or non-JCIDS requirements documentation and authorities within the Air Force and Joint requirements processes.

Operational needs that are predominantly joint in nature or with high potential for joint performance requirements must be validated using the JCIDS process including Joint review. Sponsors seeking validation for these capabilities should conduct a Capability Based Assessment to identify and document the operational challenges, mission gaps, and potential solutions as detailed in the Air Force Futures Capability Development Guidebook Vol 2B.

CSAF is the Requirements Decision Authority (RDA) and will validate all SRDs. The AF/A5D will approve initiation, provide vector checks as necessary, and endorse SRDs to CSAF for validation.

1.2. SUMMARY.

- The SRD IS:

    - A strategic-level document that codifies leadership direction to solve the largest of USAF operational problems.

    - Validated by CSAF

- The SRD is NOT:

    - A JCIDS document supporting a milestone decision

    - Used to validate operational needs for singular mission sets, narrowly focused challenges and gaps, unique CRCs, or capability challenges and solutions.

    - Used to validate operational needs that are primarily joint or with a high potential for joint performance requirements

SECTION 2. THE STRATEGIC REQUIREMENTS DOCUMENT AND THE REQUIREMENTS PROCESS

2.1. REQUIREMENTS PROCESS OVERVIEW

The overarching management principles that govern the Defense Acquisition System (DAS) are described in DoD Directive 5000.01. The DAS supports the National Defense Strategy and is employed through the Adaptive Acquisition Framework (AAF) described in DoD Instruction 5000.02. The AAF's objective is to deliver effective, secure, supportable, and affordable solutions to the end user while enabling execution at the speed of relevance. The SRD supports the USAF acquisition community by providing focused, validated senior leadership direction to pursue an operational capability. The SRD precedes all AAF pathways. The SRD development and validation process is illustrated in Figure 1.
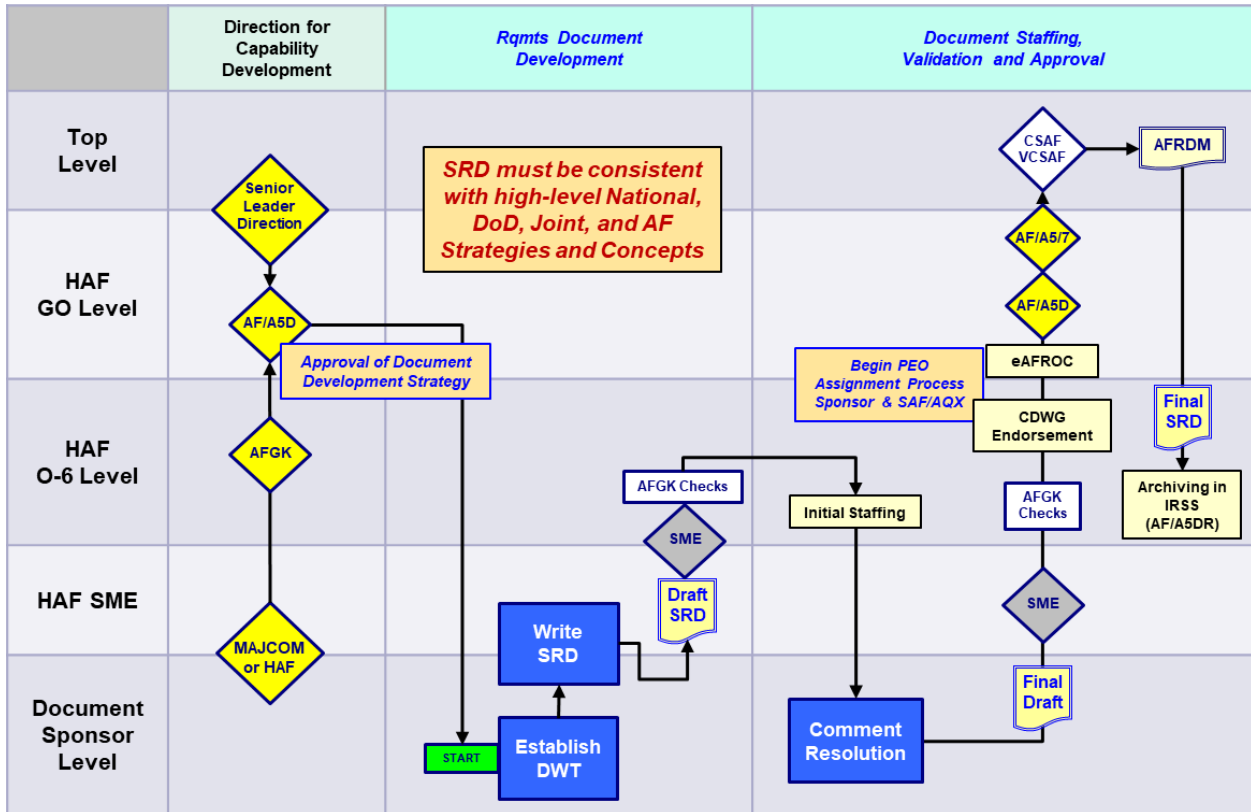
Figure 1. AF/A5/7 SRD Development Process

2.2. SRD Initiation. The SRD process begins with senior leader tasking through strategic level documents such as the National Security Strategy, the National Defense Strategy, or Joint and Air Force concepts. SRD tasking may also come through a senior leader "go-do," such as posture statements, position papers, operational imperatives, or direct taskings by leadership within the AF's capability development enterprise or Defense Acquisition System. A sponsor may be explicitly tasked by leadership to develop an SRD or "write the requirements," or a sponsor may recognize an implied tasking and initiate SRD development. In either case, the sponsor should contact the AF/A5DR Gatekeeper (AFGK) for guidance.

2.3. AF/A5D Approval to Proceed. The sponsor will provide the AFGK the following information prior to SRD development:

- Source of SRD development tasking

- Initial list of source documents, previous analysis, exercise reports, etc.

- Stakeholders and writing team members

- Draft Problem Statement

- Expected completion date

The AFGK will provide an approval recommendation to AF/A5D. The AF/A5D will provide an approval memorandum approving SRD development and set expectations for deliverables.

2.4. Writing the Document. The SRD is a short document that captures the future operational context and concepts to frame the core problem(s) and associated capability requirements and gap(s). It is an integrating product that ties together National Security/Defense Strategies, Joint Staff /J8 CPMRs and Joint Requirements Oversight Council (JROC) directed Joint Staff Directives, USAF supporting concept(s), USAF Future Force Design priorities, past and ongoing related capability analysis, and insights from development planning activities. It should be collaboratively created by AF/A5/7 Capability Development Team Subject Matter Experts (SME), and the Lead Agent/MAJCOM sponsor, with participation and review from key Air Force Futures teams, SAF/AQ, and AFMC stakeholders.

2.5. Document Staffing and Approval

2.5.1. AFGK Review and Tailored Staffing. Following development of the draft version of the SRD, and approval by the Sponsor's O-6-level leadership, the sponsor submits the document to the AFGK for review and entry into tailored staffing.

- AF/A5DR, in consultation with the AF/A5D SME conducts initial AFGK checks to determine if the document is ready to enter initial staffing.

- A tailored staffing period will be conducted using SIPRNET email or Information Resource Support System (IRSS) tasking procedures if available.

2.5.2. Comment Resolution. Following the tailored staffing period, the Sponsor completes comment adjudication and any internal MAJCOM/Agency review process, then submits a final version of the document for DAF review and validation staffing.

2.5.3. Capability Development Working Group (CDWG) Endorsement. Prior to final validation, the AFGK will request CDWG endorsement of the final SRD.

2.5.3.1 In accordance with AFI63-101_20-101, the Program Executive Officer assignment process begins during requirements validation. SAF/AQ and the document Sponsor will receive this request via the CDWG Endorsement Memo.

2.5.3.2. In accordance with HAF Policy Directive 10-9, AF/A8 assigns lead command/lead agent designations for new systems and activities as early as possible, but no later than Milestone A. The CDWG will monitor the AF/A8 assignment timeline.

2.5.4. Validation and Approval. Working with the AF/A5D SME, AF/A5DR prepares the staff package for review by the designated RDA, most likely CSAF. Following validation and approval, AF/A5DR uploads the approved document along with the decision memorandum to IRSS.

SECTION 3. STRATEGIC REQUIREMENTS DOCUMENT FORMAT

Below is the format for the SRD. This is a minimum suggest format. Sponsors may expand as necessary, but the document is not to exceed 5 pages.

- **Cover Page:**

<div align="center">

[Classification]

Strategic Requirements Document

for

[Title of Program]

Document revision number: [version xx]

As of: [date]

Sponsoring Organization: [Office/Title]

</div>

Primary and secondary POCs for the document sponsor. [Include name, title/rank, phone and both NIPRNET and SIPRNET email addresses.]

- **Validation Page: Placeholder for decision memorandum**

While in draft, a placeholder page will be included, with a statement of: "This document (include revision numbering) has not yet been validated and shall not be considered an authoritative source for the content herein. This document may be considered authoritative only when this page is replaced by a signed validation memorandum from the appropriate validation authority."

Once validated by the validation authority, the placeholder page will be replaced by the signed memorandum indicating validation of the document.

- **Document Body**

Section 1: Operational Context and Problem Statement.

This section sets the foundation for the SRD and all future operational capability development efforts. It summarizes the tasking, related source documents, existing analyses, and capability development efforts. The SRD establishes the operational scenario that frames the problem. Source materials must be analyzed and condensed to focus the SRD on a single overarching problem statement and the associated operational context to answer the question, "Within a specified operational environment and epoch, what is the key problem?" If complex, the overarching problem statement may be decomposed via sub-problem statements. Include key assumptions, Joint concepts, and USAF supporting concepts. Include an OV-1 or similar architecture view.

Section 2. Strategic Requirements.

Describe the high-level traits or capabilities derived from the problem statement(s). In a broad sense and within the bounds of the Operational Context, these are "ability to…" statements. Avoid defining requirements based upon current systems, tactics, techniques, and procedures, and mission interdependencies. These requirements should align with the Concept-Required

Capabilities in the affiliated Joint concepts and USAF supporting concepts. These high-level requirements are solution agnostic.

Section 3. Capability Gap(s).

The difference between what the USAF must do (strategic requirements) and what the USAF can do is a gap or shortfall. This section builds on the problem statement and strategic requirements by describing what missions or parts of missions can't be or won't be accomplished given assigned and perceived mission tasks. Capability gaps are assessed given the known and planned capabilities at the operational epoch. Capability gaps are solution agnostic.

Section 4. Possible Solutions.

Possible solutions must be from across the DOTmLPF-P spectrum and are a starting-point for analysis. Consider each DOTmLPF-P element and assess their ability to address each capability gap partially or completely. Include the need for material development if applicable. Provide rationale for any DOTmLPF-P elements not applicable and recommend key questions for further investigation. Cite existing and ongoing analysis, assessments, or capability development efforts.

APPENDIX 1

ACCRONYMS

AAF	Adaptive Acquisition Framework
AFGK	Air Force Gatekeeper
AFRDM	Air Force Requirements Decision Memorandum
CRC	**Concept Required Capabilities**
CDWG	Capability Development Working Group
DAS	Defense Acquisition System
DOTmLPF-P	Doctrine, Operations, Training, materiel, Leadership, Personnel, Facilities – Policy
DWT	Document Writing Team
eAFROC	electronic Air Force Requirements Oversight Council
IRSS	Information Resource Support System
JCIDS	Joint Capability Integration and Development System
RDA	Requirements Decision Authority
SME	Subject Matter Expert
SRD	Strategic Requirements Document

REFERENCES

AF/A5/7 CAPABILITY DEVELOPMENT GUIDEBOOK. *Volume 2A, Capability Development Overview and Operational Capability Requirements Governance*

AF/A5/7 CAPABILITY DEVELOPMENT GUIDEBOOK. *Volume 2D, JCIDS Document Development*

AFI63-101_20-101, *INTEGRATED LIFE CYCLE MANAGEMENT,* 30 June 2020, Incorporating Change 1, 23 November 2021

DEPARTMENT OF THE AIR FORCE POLICY DIRECTIVE 10-9, *LEAD COMMAND/LEAD AGENT DESIGNATION AND RESPONSIBILITIES FOR UNITED STATES AIR FORCE WEAPON SYSTEMS, NON-WEAPON SYSTEMS, AND ACTIVITIES, 25 MAY 2021*

DoD Directive 5000.01. *THE DEFENSE ACQUISITION SYSTEM, September 9, 2020, Change 1 Effective: July 28, 2022*

DoD Instruction 5000.02. *OPERATION OF THE ADAPTIVE ACQUISITION FRAMEWORK, January 23, 2020, Change 1 Effective: June 8, 2022*

HEADQUARTERS AIR FORCE MISSION DIRECTIVE 1-57, *DEPUTY CHIEF OF STAFF, AIR FORCE FUTURES, 17 AUGUST 2023*

MANUAL FOR THE OPERATION OF THE JOINT CAPABILITIES INTEGRATION AND DEVELOPMENT SYSTEM, October 30, 2021